



## Memorandum

date: June 16, 1978

to: Members of the City Council

from: Edward E. McCombs, City Manager

subject: Proposition 13 Budget Reductions

Real property tax -- Co  
Municipal budgets -- " -- Ventura  
Ventura - Approp. & expend.

I. Introduction

This submits for Council consideration the budget reductions recommended to bring operating expenditures in line with projected revenues under Proposition 13. The Council is not requested to take any specific action on these items at the June 19 meeting, but rather is requested to review this information and also review any public input relative to the 1978-79 budget. It is suggested that Council act on the budget at the June 26 meeting to meet Charter requirements for adoption of a Maintenance and Operations and Capital Budget by June 30.

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II. Background

On May 1, the Council received the City's proposed Maintenance/Operations budget. The budget was prepared consistent with parameters established by the Council and included:

- A. A 2.3% increase in overall expenditures despite a projected inflationary factor of 7% during FY 1978-79 and non-controllable mandates resulting in cost increases for retirement and unemployment insurance totalling \$120,000.
- B. Reduction of four positions in the City's work force through increased use of contractual services and reductions in administrative personnel.
- C. No additional property taxes on current property owners.

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The restrictive financial program originally proposed for 1978-79 was consistent with the expressed desire of citizens that the costs of public services be contained and that basic service levels be maintained. Council was also advised that voter approval of Proposition 13 would require a basic restructuring of the City's proposed financial program.

During May, each Department presented to the Council an overview of the General Fund reductions that might be required under Proposition 13. Council will recall that the program impacts of a 15 percent and 25 percent reduction were identified. These cuts represented the minimum and maximum budget decreases that were projected at that time based on the following assumptions:

15 Percent Reduction - This level of expenditure reduction was projected to be required assuming the City received a pro-rata share of the property tax revenues raised under Proposition 13 limits. This alternative assumed that 1978-79 property tax revenues would be reduced to approximately \$1 million, as compared to the \$3.6 million in the proposed 1978-79 budget. Also incorporated in the computations were some offsetting revenues from utility tax, business license fees, and administrative charges, although at the time Council had taken no formal action on these items. Offsetting revenues were projected at approximately \$800,000 partially offsetting the \$2.6 million projected property tax loss under Proposition 13 (\$3.6 million minus \$1 million).

25 Percent Reduction - This more severe expenditure reduction was identified to Council assuming that no property tax revenues would be available to the City, but that those offsetting revenues identified above would be raised.

Below is a review of the projected economic impact of Proposition 13 based on the most recent data available to us and incorporating the policy decisions of the Council with respect to offsetting revenues.



Impact of Proposition 13

1978-79 General Fund Property		
Tax Revenues -	\$3,659,833	\$3,659,833
Proposition 13 property tax revenues -	995,403 (1)	-0- (2)
Property Tax Revenue Loss -	2,664,430	3,659,833
Other revenue reductions (sales, utility tax, etc.) -	216,000	216,000
Total Revenue Loss (3)	\$2,880,430	\$3,875,833
Offsetting Revenues	408,000	408,000
	\$2,472,430	\$3,467,833
Percent of revenue loss to General Fund	18%	26%

Note: (1) Assumes pro-rata allocation of property tax revenues to the City based on the 1977-78 allocation of 12 percent.  
(2) Assumes no pro-rata property tax allocation.  
(3) Includes administrative charges to enterprise funds, planning and engineering fees, and business license revenues. Council also adjusted the Hotel/Motel Tax and General Capital Improvement Tax. However, these are not General Fund revenue sources.

Hence, we are now in a slightly less favorable financial position in terms of the dollar reductions required under Proposition 13 than we were at the time we last discussed this matter with the Council. The seriousness of this situation is graphically illustrated if we assume that minimal decreases in police and fire services are desirable. For example, if we are to reduce the M & O budget by \$2.47 million (as noted by the figures above) and modest reductions averaging 7% are accomplished in police and fire services, the remaining General Fund programs would be impacted by reductions averaging 28 percent. Assuming that no property tax revenues are received and the target reduction is \$3.46 million, a 41 percent reduction in non-safety departments would be required to permit modest 7% or 10% reductions in police and fire services. Therefore, we are in a position that would require program reductions greater than those previously identified to Council (e.g., 25 percent maximums) in non-safety areas if basic safety services are to be maintained.



### III. Summary of Recommendations

In view of the financial parameters identified above, it is proposed that the necessary budget reductions be accomplished through a combination of decreases in General Fund and Capital Improvement expenditures. In addition to the reductions in permanent positions and the absorption of inflationary and mandated cost increases that were accomplished in the 1978-79 proposed budget, those additional reductions identified below are now recommended to the Council. The inclusion of capital projects reductions is now recommended because it is clear that the impacts of Proposition 13 require a basic restructuring of our entire financial program not just of our General Fund budget.

The development of these recommendations was achieved through a process of prioritizing departmental operations and identifying those services that should no longer be provided under current financial conditions. These recommendations are based on the following assumptions:

1. That the City receives a pro-rata share of property tax revenues.
2. That Capital projects are reduced.
3. That existing salary ranges remain fixed.

#### Recommended Reductions

	<u>Budget Reduction</u>	<u>Percentage Reduction</u>	<u>Positions Reduced</u>
A. Public Safety	\$422,363	7%	14
B. Other General Fund Reductions	1,177,844	16%	21.5
C. General Capital Improvements	685,000	22%	-
D. Water and Sanitation Funds	<u>203,153</u>	4%	<u>9</u>
Total Reduction	\$2,488,360		44.5

This compares with the target reduction (see Page 3) of \$2,472,430.



The percentage figures above represent the percentage cuts of each departmental budget. The reductions identified above, totalling \$2.48 million, were developed on the premise that minimal reductions in public safety areas is desirable. Hence, we are proposing a 7% reduction in the public safety area and a 16% reduction in other areas of the General Fund. Another way of viewing this is that, of the \$2.48 million reductions proposed, public safety represents \$422,363 or 17% of the recommended reductions. Non-safety areas absorb the remaining 83% in reductions, or approximately \$2 million.

E. Other Impacts

In addition to the impacts identified above a number of CETA and part-time positions are affected. The City currently has a total of 26 CETA allocations. Of these, twelve are affected by the reductions in permanent personnel. CETA regulations, through "maintenance of effort" provisions, would prohibit retaining CETA positions when permanent positions on comparable classifications are being reduced.

In addition, the number of part-time positions affected, primarily in the Recreation area, are equivalent to 8.5 full-time positions. This reduction will affect approximately 34 individuals who currently work on a part-time basis.

It should be noted that since late February we have reviewed all positions that became vacant and have placed a Citywide hiring freeze in anticipation of the potential financial impacts of Proposition 13. As such, not all the positions identified above will require actual layoff of personnel as some positions are vacant. This decision to invoke the hiring freeze is, in retrospect, one of the bright aspects of this process, since it will allow the City to better deal with the layoff problem. It is somewhat difficult to immediately identify the exact number of layoffs required by these recommendations, as layoff procedures have to be negotiated. However, Exhibit "A" identifies those positions that are to be affected by proposed reductions.

As Council will recall, under a 15% reduction, staff originally projected a reduction of 60 positions. What is now proposed is a total reduction of 44 permanent

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<https://archive.org/details/C123313284>

positions plus additional CETA and part-time personnel bringing the total number of full-time equivalent positions affected to 65.

Finally, as noted we are proposing that no across-the-board salary adjustments be accomplished for City employees. The Council is aware that negotiated agreements exist with Police, Fire, and AFSCME employees. It is proposed that we initiate discussions with those groups to review this matter in more detail, consistent with our obligations under state law.

#### IV. Phasing

By Charter, the City Council is required to adopt the Maintenance and Operations and Capital budget by June 30. As explained previously, should the City not receive any property tax allocation, additional reductions will be required over and above those identified herein. Staff recommends that Council adopt the above reductions and the 1978-79 budget based on anticipation of some equitable property tax allocation. It is likely that the legislature will in the near future address the issue of distributing property tax revenues, although no resolution of the matter can be anticipated prior to the deadline for adoption of the 1978-79 budget.

In the event that the City receives no property tax allocation, we propose to return to Council with recommendations for additional reductions as a second phase of Proposition 13 reductions.

#### V. Departmental Analysis

<u>General Government</u>	<u>Budget Reduction</u> - \$88,925
	<u>Positions Reduced</u> - 2

Two positions are proposed to be reduced in General Government. Remaining reductions are in supplies and services. Specific program impacts include:

- Membership in the National League of Cities will be discontinued.
- Compensation for members of various City commissions is to be eliminated as will some supplies and services.



- Staff support for boards and commissions will be reduced.
- Professional assistance in the City Manager's Office will be reduced.
- The quality and quantity of public information materials will be reduced.
- Clerical assistance at City Council meetings will be reduced.

<u>Management Services</u>	<u>Budget Reduction - \$133,330</u>
	<u>Positions Reduced - 5.5</u>

Management Services provides internal support services to operating departments. The levels of service are proposed to be reduced as follows:

- Delivery of supplies to operating departments will be discontinued.
- Organizational analysis and operational studies will be reduced.
- Management and financial reports will be curtailed.
- Processing time on purchase requests will be increased.
- Computer programming capabilities will be reduced.
- The tuition reimbursement program will be reduced and the level of benefit for management classes will be reduced.
- Citywide safety and training programs will be curtailed significantly.

With the proposed reductions, service levels in all areas of the department's operations - personnel, accounting, data processing, purchasing, and office services - will be curtailed, placing somewhat greater burdens on operating departments.



<u>Community Development</u>	<u>Budget Reduction</u> - \$118,353
	<u>Positions Reduced</u> - 4

The programmatic impacts of proposed reductions in the Community Development Department are as follows:

- Reduced planning capabilities for special projects and long-term planning leaving staff capability for mandated programs only.
- Reduced clerical assistance for Planning Commission, ARB, etc., resulting in some delay in application processing.
- Substantial reduction in zoning and code enforcement activities with responses to serious complaints only.
- Delay in some special types of building inspection and plan check services (i.e., seismic, grading, noise, etc.).
- Reduction in number and quality of printed reports available to the public at low or no cost.

The proposed reductions are anticipated to somewhat impair the turnaround time on development proposals both in the Planning and Building Division. Counter services will be curtailed through early closure of the public counter.

<u>Police Department</u>	<u>Budget Reduction</u> - \$249,752
	<u>Positions Reduced</u> - Civilian 4
	Sworn 4

Proposed reductions in the Police Department are intended to minimize the impact on the basic emergency police functions. The number of sworn personnel in field patrol will be relatively unchanged as a result of the transfer of support staff to field patrol. The realignment of personnel will require a shifting of the Department's service priorities away from those functions that have been provided primarily as a convenience to the general public. Examples of service level impacts include:



- Reduced levels of parking enforcement.
- Follow-up investigation of non-injury or private property accidents will be limited.
- Less priority will be given to responding to minor complaints, e.g., noisy neighbors, etc.
- Crime prevention programs, including house inspections, security demonstrations, etc., will be made when reserve manpower is available.
- Non-felony investigations will only be pursued when there is some potential for successful resolution, e.g., when identified suspects or some evidence exist.
- Abandoned vehicles will be handled only if they pose a traffic hazard.

While the basic services are to be maintained, the Police Department's operating philosophy will become more evaluative of the type of call for assistance received and the relative priority of such requests.

Fire Department

Budget Reduction - \$172,611  
Positions Reduced - 6

Currently the Fire Department attempts to maintain four firefighters at four of the five fire stations. The remaining station, Station #4 located on Telephone Road, is staffed by three firefighters. A reduction of six positions in Fire Suppression is proposed. This would permit maintaining all five fire stations open, with three of these stations staffed by three firefighters on duty at all times, the other two with four men most of the time. The three man staffing pattern is becoming common in the fire service across the state, and is used at most Ventura County fire stations.

While initial response time is not anticipated to appreciably increase, the increase in three man engine companies will reduce fire fighting capabilities under major fire conditions, but for most fire calls and emergency medical assistance responses, no reductions of service levels should occur.



Some types of non-emergency responses will be effected including the following:

1. Some types of water removal requests will be discontinued, with citizens directed to contact private business that provide such services.
2. Response to animal assistance calls will be discontinued, except cases involving threat to lives of citizens.
3. Some public fire safety education activities will be discontinued.
4. Frequency of fire prevention inspections will be reduced.
5. Frequency and quality of fire hydrant maintenance will be reduced.

Basic protective service responses are not proposed for reduction. Additionally, the Fire Department plans to initiate a reserve firefighter program in which citizens would volunteer to provide assistance during fire emergencies.

<u>Public Works</u>	<u>Budget Reduction - \$350,000</u>
	<u>Positions Reduced - 5</u>

A major reduction in the Public Works Department's general fund budget entails discontinuing the general fund's 20 percent contribution towards street lighting services. This represents \$104,000.

For some time 80 percent of street lighting costs have been financed through the Street Lighting District while 20 percent of costs have been financed by the general fund. For 1978-79 the general fund contribution to street lighting is projected at approximately \$104,000. This level of general fund support was established at a time when large sections of the City were outside the Street Lighting District, yet benefitted from lighting services. To correct that inequity, the Council established the policy that the general fund, which was funded by all City taxpayers, would provide a partial contribution toward street lighting. With major segments of the City now within the Street Lighting District,



the rationale for the general fund contribution is no longer a valid one and staff proposes to discontinue the general fund subsidy towards street lighting. Beginning with 1978-79, it is proposed that the Street Lighting District be totally self-supporting. The Council annually receives and adopts various resolutions pertaining to the financing of the Street Lighting District. The recommendation to establish a truly self-supporting street lighting district will be brought to the Council for review next week.

Other program impacts resulting from the Public Works reductions are:

- The frequency of street sweeping is to be reduced from weekly to biweekly in residential areas and from daily to three times per week in commercial areas.
- New signing and pavement markings will be reduced.
- Traffic signals at Ventura High School are to be discontinued.
- Advance planning capabilities for capital projects will be reduced.
- The general fund financing for sidewalk replacement is proposed to be discontinued. Sidewalk repairs are to be the responsibility of property owners, and will be handled consistent with the provisions of the Streets and Highways Code. This is a practice followed in other cities.
- There will be a reduction in levels of repainting curb, parking, and bike lane markings.
- Discontinuance of the Work Study Program for Buena High School students is proposed.

## Parks and Recreation

Budget Reduction - \$287,236  
Positions Reduced - Permanent 5  
CETA 12  
Full-time equivalents 6

The impacts of proposed reductions in the Parks and Recreation Department are twofold. First, service levels within the Parks Division are proposed to be reduced. Secondly, the Department proposes to expand



the number of recreation programs that are self-supporting or are provided through volunteer services. A number of recreation services are proposed to be transferred to the Recreational Activities Fund (VRAF), a special fund which is fully supported by user charges. Those recreation services which are to be funded in VRAF and which we find are not able to generate acceptable revenues levels would be discontinued. Specific service impacts include:

- Downtown related maintenance of the promenade, malls, etc., are proposed to be financed by the Community Improvement Fund. This is consistent with the past policy of utilizing these revenues for downtown related services.
- A reduction in litter and trash collection services and restroom maintenance is proposed.
- The frequency of mowing, edging, and trimming of park turf areas will be reduced from weekly to biweekly.
- The number of trees trimmed, particularly during summer months, will be reduced.
- Response to tree service requests will be slower.
- Tree and plant replacements will be reduced.
- Recreation programs that are proposed to become self-supporting include tot lots, Barranca Vista Center staffing (upon completion), playground excursions, coed volleyball, youth basketball, flag football, and aquatics.
- Recreation programs proposed to be discontinued include school year playground services, and two school sites for summer playgrounds.
- Hours at the Senior Centers and the use of the Senior Mini-bus are proposed to be reduced.

## VI. Enterprise and Other Funds

### A. Enterprise Funds

The Water and Sanitation Funds, which are under the Public Works Department, are also impacted by Proposition 13. These funds have in the past not fully paid for



the costs of general administrative services provided by the General Fund. The increases in administrative charges proposed to make these enterprise funds truly self-supporting, require some operational adjustments as follows:

	<u>Budget Reduction</u>	<u>Positions Reduced</u>
Water Fund	\$ 77,480	4
Sanitation Fund	<u>125,673</u>	<u>5</u>
TOTAL	\$203,153	9

The service level impacts of these adjustments include:

- Reduced preventive maintenance, particularly in the sanitation system.
- The staffing at the sanitation plant during some shifts will be reduced.
- Response to calls for turn-on or turn-off of water services during non-working hours will be discontinued.

#### B. Other Funds

We have previously discussed with Council the potential impacts of Proposition 13 on some Special Districts such as the Street Lighting, Parking, and Portobello Maintenance Districts, which are supported by property taxes. It should be noted that these districts provide specific services to identifiable segments of the City and as such, these would appear to be justification for continued financial support of these functions by those who benefit. Also, it is not clear whether in the process of allocating a significantly reduced property tax revenue base, these smaller districts would receive any property tax revenues at all.

Staff is continuing to analyze the options available to us regarding the Portobello and Parking Districts. We hope to be in a position to present some concrete proposals to Council in the next few weeks regarding these districts. In Street Lighting, we have proposed making the Street Lighting District totally self-supporting by discontinuing the current 20 percent General Fund subsidy. Also, we have been advised that,



under the Street Lighting District Law, it may be possible to assess for street lighting using a non ad-valorem method such as the square footage of the parcels receiving street lighting services. Staff is currently exploring this method of assessing for street lighting to permit the users of street lighting services to finance the district. Council will recall that the total cost of street lighting exceeds one-half million dollars. This is a significant cost item, and given the specific nature of the service and the beneficiaries, there appears to be adequate justification for continued financial support by recipients of lighting services. We anticipate bringing some specific proposals to Council regarding street lights in the near future in addition to identifying spin-off impacts on revolving funds of the recommended reductions.

#### VIII. Capital Projects

As we have noted, the impacts of Proposition 13 require a restructuring of the City's entire financial plan, not just the General Fund. Reductions in the level of funding for maintenance and operations should be accompanied by reassessment of our capital programs. For 1978-79 it is proposed that the General Capital Improvement Fund be reduced by \$685,000, and this money be channeled into the City's General Fund for maintenance and operation purposes. Exhibit "B" shows which projects are recommended for deletion to produce the \$685,000 for the General Fund as well as other projects proposed for deletion to produce revenue for other funds.

Since the purpose of transferring money is to provide revenue to the General Fund, the money transferred must be a continuous revenue source. That is, we must look forward to the next few years and be able to project that this money will also be available in those years. Otherwise, we would just be providing money to the General Fund for one year, and then a year from now would have to make further reductions in the General Fund because the money was no longer available as a revenue source.

During the Council budget review of the Capital Improvement Program, staff concentrated on identifying which revenues were restricted in nature and which ones were not. Restricted revenues are those that, by law, can



only be used for specific and limited purposes. Basically, the vast majority of money within the Capital funds are restricted and therefore cannot be used by the General Funds for operational purposes.

The \$685,000 proposed to be transferred to the General Funds corresponds to the Federal Revenue Sharing money the City will receive next year. Traditionally, the City has used this money solely for capital projects, but with the constraints now faced by the City, it is proposed that Federal Revenue Sharing be used for operational purposes. Revenue Sharing was first enacted by Congress in 1971 for five years and approved again in 1976. The present federal legislation provides revenue sharing to the City through 1981. Without the realignment of revenue sharing funds to maintenance and operations, the impacts on operating levels would be more severe than those that have been identified previously totalling \$2.4 million (see page 4).

#### IX. Conclusion

After going through the recommended reductions in budget expenditures and positions, it is appropriate to ask what does it all mean. For any organization the reduction of budgets and personnel is a difficult and trying process. What is less tangible, however, is determining how fewer resources affect the operating philosophy of an agency and the expectations of members of the public who seek City services.

We have in the past made every effort to maintain a high responsiveness to the expressed desires of individuals and groups of citizens for a variety of services or for financial assistance. While we will continue to maximize our utilization of the resources available to us, there is little doubt that the reductions that we recommend will require that we more scrupulously evaluate the role of the City vis-a-vis requests for assistance that we will continue to receive from a variety of groups or individual citizens.

We have attempted to specify the programmatic impacts of budget reductions in each department. However, citizen expectations may not readily adjust to the reality that the City's flexibility has been reduced, that our



response to a variety of requests will be slower or, in certain instances, that we may be unable to respond at all. In conjunction with our reduced capabilities, higher levels of participation and cooperation by the citizens of the City will be desirable. We hope to spend some time evaluating the role of volunteerism in the provision of services that we are no longer able to continue.

Hence, although the budget reduction process is a difficult one, our ability to maintain a highly responsive organization in an environment where expectations may or may not change may well be the more challenging task for the Council and its staff as we enter FY 1978-79.

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POSITION DELETIONS

<u>GENERAL GOVERNMENT</u>	2
- Assistant to the City Manager	
- Deputy City Attorney	
<u>MANAGEMENT SERVICES</u>	5.5
- Stock Clerk	
- Mag Card Operator	
- Management Analyst	
- Accountant	
- Account Clerk (1/2 time)	
- D/P Programmer	
<u>POLICE</u>	8
- Police Sergeant	
- Police Aides (2)	
- Patrol Officers (3)	
- Parking Enforcement Officer	
- Rangemaster	
In addition, elimination of four (4) extra-help Police Cadet positions.	
<u>COMMUNITY DEVELOPMENT</u>	4
- Assistant Planner	
- Secretary	
- Zoning Inspector	
- Code Enforcement Officer	
In addition, an Assistant Building Official position is being reclassified to Building Inspector.	
<u>FIRE</u>	6
- Firefighters (6)	



PUBLIC WORKS

14

- Associate Civil Engineer
- Sweeper Operators (2)
- Street Leadworker
- Concrete Maintenance Worker
- Distribution Technician
- Clerk Typist (2)
- Administrative Aide
- Water Treatment Plant Operator
- Maintenance Worker
- Sanitation Plant Operator
- Mechanical/Electrical Worker (San.)
- Sanitation Lead Plant Operator

PARKS AND RECREATION

5

- Assistant Parks Superintendent
- Groundskeepers (3)
- Tree Trimmer (1)

CETA PROGRAMS

Under the current CETA, Title II contract, operated through the County, the City has 26 authorized positions.

Of those 26 authorized positions, 12 are scheduled to be eliminated consistent with Department of Labor "Maintenance of Effort" principle which does not allow CETA monies to be used in situations where regular City employees are being laid off. That is, all CETA employees in positions similar to those positions which are being laid off must go first before any regularly funded City employee is laid off.

Those 12 CETA positions which will be eliminated are as follows:

- Groundskeepers (10)
- Jr. Civil Engineer
- Police Aide



### EXTRA HELP

As noted earlier, the Police Department is reducing the Police Cadet program. In addition, the Recreation Department is eliminating or reducing several programs which would call for the elimination of 6 full-time equivalent positions.

In total, there is a City-wide reduction of extra-help positions of around 8 to 9 positions.

### SUMMARY (Full-time positions)

General Government	2
Management Services	5.5
Police	8
Community Development	4
Fire	6
Public Works	14
Parks and Recreation	<u>5</u>
	44.5
 CETA	 12
 Extra-Help (Full-time equivalents)	 8.5
 CITY-WIDE TOTALS	 65.0



PROPOSED CIP REDUCTIONS

<u>FUND</u>	<u>PROJECT</u>	<u>AMOUNT BUDGETED</u>	<u>AMOUNT SPENT</u>	<u>AMOUNT FOR GEN FUND</u>	<u>CUMULATIVE TOTAL FOR GEN FUND</u>	<u>COMMENTS</u>
GEN CIP	Joint Fire Facility	\$310,000	\$ 75,000 <sup>1</sup>	\$235,000	\$235,000	
GEN CIP	Dudley House	250,000	55,000 <sup>2</sup>	195,000	430,000	
GEN CIP	Cultural Arts Facility	175,000	-0-	175,000	605,000	
GEN CIP	Land Acq-Parking Lot	50,000	-0-	50,000	655,000	
GEN CIP	Grant Park Improvemts	30,000	-0-	30,000	685,000	
GEN CIP	Bikeway Improvements	50,000	7,000	-0-	685,000	SB-325 money so must use for road purposes
GEN CIP	Downtown Improvements	40,000	-0-	-0-	685,000	Would go to Community Improvement Fur
Golf Fund	Olivas Maint Bldg	168,000	10,000	-0-	685,000	Co-located with Joint Fire Training Facility; money would remain in the Golf Fund

<sup>1</sup>\$43,000 has actually been spent. The remaining \$32,000 would be retained to correct an existing drainage problem in the area.

<sup>2</sup>\$45,000 has actually been spent. The remaining \$10,000 would be retained for possible costs associated with final disposition of the project.

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